2001 DRAFTING REQUEST

Senate Substitute Amendment (SSA-SB360)

Receive	eceived: 01/26/2002				Received By: malaigm			
Wanted: 01/28/2002					Identical to LRB:			
For: Judith Robson (608) 266-2253 This file may be shown to any legislator: NO				·	By/Representing: Herself Drafter: malaigm			
May Co	ntact: David A	Austin, Aide			Addl. Drafters:			
Subject:	Subject: Health - tobacco				Extra Copies:			
Submit	via email: YES							
Request	er's email:	Sen.Robso	n@legis.sta	nte.wi.us				
Carbon	copy (CC:) to:		•					
Pre Top	pic:							
No spec	ific pre topic gi	ven						
Topic:						·		
Sale of o	cigarettes to mi	nors; complian	ce checks, tr	raining, local	authority			
Instruc	tions:			· · · · · · · · · · · · · · · · · · ·				
See Atta	ached							
Draftin	g History:	-	·					
Vers.	<u>Drafted</u>	Reviewed	Typed	Proofed	<u>Submitted</u>	Jacketed	Required	
/?	malaigm 01/28/2002	gilfokm 01/28/2002						
/1			pgreensl 01/28/200	02	lrb_docadmin 01/28/2002	lrb_docadm 01/28/2002		

01/28/2002 03:47:56 PM Page 2

FE Sent For:

<END>

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Received: 01/26/2002

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Identical to LRB:

For: Judith Robson (608) 266-2253

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This file may be shown to any legislator: NO

Drafter: malaigm

May Contact: David Austin, Aide

Addl. Drafters:

Subject:

Health - tobacco

Extra Copies:

Submit via email: YES

Requester's email:

Sen.Robson@legis.state.wi.us

Carbon copy (CC:) to:

Pre Topic:

No specific pre topic given

Topic:

Sale of cigarettes to minors; compliance checks, training, local authority

Instructions:

See Attached

Drafting History:

Vers.

Drafted

Reviewed

Proofed

Jacketed

/?

malaigm

Typed

Submitted

Required

FE Sent For:

<END>

Sub. AM to SB 360
-SB 360 (local gor't may do compliance check's wort ky DA
Plus
D Require employer to train employee tuho sells
(or provide for Vicina)
Vergs Nat time of him in compliance of 4 134.66 (2) (a
- training program may be program developed by
DHES or program - approved by DHES
V- require employers employee to sign form
verskying that training has been received
· employer keep form on File
- except taverns - bartenders receive training when
Mesponsible beverge server course - shall include trainy UTCS Hell Yearning On I cense not at time of hime DOR
2) Citakin - review & appende "
1-18 and - prepre form
V-If amplages rec'd training sells mys to minor
d. It Issue citakento employer, must also issue
Citation to employee
- If employee dil not receive training sells cigs
citation only to employer

STATE OF WISCONSIN – LEGISLATIVE REFERENCE BUREAU – LEGAL SECTION (608–266–3561)

B) Restore authority for local ordinance prohibity
mmar possession de l'obacco ER 254,92(4) ER 778,25(1)(a)4,
[R] 778, 25 (1)(a) 4,
More than 2 cheeks a year it most recent
Inrestigation ghous a violation AM254,916 (1)(c)
(8) Contracted mysectors My 254.716 (8)
· Include provision in K that if individual holates
Probacals re Invighgations contractor mont
Suspend Individual for 6 months
· Require Young & mresky atong
& Technical 134.66
(4)(a)(add sef. to (2)(am)
(2)(2) redundant of (a)
X (b)2. \$50
(3) (intra) jobber, agent, etclike (a) + (4m)

2001

Date (time) TODAY !!
needed 4:30 p.m.

Mon 1/24 LRBs_0302,1

SUBSTITUTE AMENDMENT
[TO A BILL]

GM Kng:

Use the appropriate components and routines developed for substitute amendments.

	$\hat{\mathbf{s}}$	A SUBS	TITUT]	E AMENDMENT	
то	2001	(SB) AB	360	(LRB-	/)

$ ext{An Act} \ldots$ [generate catalog] to repeal \ldots ; to renumber \ldots ; to consolidate and
renumber ; to renumber and amend ; to consolidate, renumber and
amend ; to amend ; to repeal and recreate ; and to create of the
statutes; relating to:
[Note: See section 4.02 (2) (hr), Dirafting Manual, for specific order of standard phrases.]
The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:
SECTION #.

C.m. 5 0302/, LRB-1448/10

2001 - 2002 LEGISLATURE

2001 SENATE BILL 360

compliance with these prohibitions, authorizing counties and municipalities to enact ordinances prohibiting December 27, 2001 - Introduced by Senators Robson, Roessler, Risser and Plache, cosponsored by Representatives Lippert, Urban, Bock, La Fave, J. Lehman, Turner, Otz Miller, Morris-Tatum, Staskunas and Berceau. Referred to Committee on Human Services and Aging.

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AN ACT to repeal 254.916 (4): to amend 134.66 (5), subchapter IX (title) of chapter 254 [precedes 254.911], 254.911 (2), 254.916 (1) (b), 254.916 (1) (c), 254.916 (3) (e), 254.916 (3) (f) (intro.), 254.916 (5) and 254.916 (8); to repeal and recreate 254.916 (title) and 254.916 (1) (a); and to create 134.65 (1m) of the statutes; relating to: investigations to determine compliance with certain prohibitions against selling or giving cigarettes and tobacco products to minors and requiring certain information to be included on an application for a license to sell, expose for sale, possess with intent to sell, exchange, barter, dispose of, or give cigarettes or tobacco products to a person.

Analysis by the Legislative Reference Bureau

Under current law, a person is prohibited from directly or indirectly selling, exposing for sale, possessing with intent to sell, exchanging, bartering, disposing of, or giving cigarettes or tobacco products to any person unless the person is licensed by a town, city, or village clerk.

Under this bill, a city, village, or town slerk may not issue a license to sell, exchange, barter, dispose of or give away cigarettes or tobacco products unless the applicant specifies in the license application whether the applicant will sell,

exchange, barter, dispose of, or give away the cigarette or tobacco products over the counter or in a vending machine, or both.

Current law prohibits a retailer, manufacturer, distributor, jobber, subjobber, or independent contractor, or the agent or employee of any of these persons, from selling or giving cigarettes or tobacco products to a minor unless the minor purchased or possessed the cigarettes or tobacco products in the course of the minor's employment. In addition, these persons are prohibited from giving cigarettes or tobacco products to any person unless the cigarettes or tobacco products are provided in a place where minors are not permitted to enter. Current law authorizes a county, town, city, or village to adopt an ordinance regulating the sale or gift of cigarettes or tobacco products to a minor as long as the ordinance strictly conforms to these statutory prohibitions.

Under current federal law, as a condition of receiving certain amounts of the substance abuse block grant, this state must prohibit manufacturers, retailers, or distributors of tobacco products from selling or distributing tobacco products to minors, must conduct random unannounced investigations of retail outlets where cigarettes or tobacco products are sold, and must report annually to the federal department of health and human services on these enforcement activities and the success of these activities.

Current law authorizes the department of health and family services (DHFS) to contract with governmental regulatory authorities, as agents of DHFS, to conduct unannounced investigations of retail outlets where cigarettes or tobacco products are sold to survey overall levels of compliance with the prohibitions against selling cigarettes or tobacco products to minors. A governmental regulatory authority is defined as a local health department, a state agency, or a state or local law enforcement agency. Current law authorizes governmental regulatory authorities to use, as part of the governmental regulatory authority's unannounced investigations, a minor who is at least 15 years of age to buy, attempt to buy, or possess cigarettes or tobacco products if the minor has the permission of his or her parent or guardian, is directly supervised by an adult employee of the governmental regulatory authority, and has prior written authorization to participate in the investigation from the governmental regulatory authority, authorized agent of the governmental regulatory authority, authorized agent of the governmental regulatory authority, or district attorney.

Current law also requires that an unannounced investigation comply with standards established by DHFS and meet all of the following requirements:

- 1. A minor if asked his or her age during the course of an investigation, must give his or her age.
- 2. A governmental regulatory authority may not use a minor in an investigation if the minor is a regular customer at the retail outlet that is the subject of the investigation.
- 7. The appearance of a minor who is used in an investigation may not be materially altered to indicate greater age.
- 4. A photograph or videotape of the minor must be made on the day of the investigation and, if a prosecution results from the investigation, the governmental

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regulatory authority must retain the photograph or videotape until the final disposition of the case.

5. If a violation of the prohibition against selling or providing cigarettes or tobacco products to minors occurs during the investigation, the governmental regulatory authority conducting the investigation is required to make a good faith effort to notify a retailer of the violation and to issue a citation, if any, within 72 hours after the investigation.

6. Within ten days after an investigation, the governmental regulatory authority condusting the investigation must report to the retailer the name and position of the governmental regulatory authority employee who supervised the investigation, the age of a minor used in the investigation, the date and time of the investigation, and the results of the investigation.

Finally, under current law, a governmental regulatory authority may not subject a retailer to more than two investigations annually unless both of the investigations reveal that the retailer violated the prohibition against selling or giving cigarettes or tobacco products to mirrors.

This bill permits DHFS or another experimental regulatory authority, without first contracting with DHFS, to conduct unannounced investigations at retail outlets to enforce compliance with the statutory prohibitions against selling or giving cigarettes or tobacco products to minors, or a local ordinance that strictly conforms to the statutory prohibitions. The bill requires that any investigation that is conducted comply with the current statutory requirements for investigations and any standards established by DHFS.

In addition, under this bill a governmental regulatory authority may not conduct more than two investigations annually at a retail outlet unless one of the investigations reveals that the retailer violated the prohibition against selling or giving cigarettes or tobacco products to minors.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

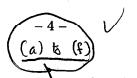


The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

Section 1. 134.65 (1m) of the statutes is created to read:

134.65 (1m) A city, village, or town clerk may not issue a license under sub. (1) unless the applicant specifies in the license application whether the applicant will sell, exchange, barter, dispose of, or give away the cigarette or tobacco products over the counter or in a vending machine, or both.

Section 2. 134.66 (5) of the statutes is amended to read:



LRB-1118/1 ISR:rs&kmg:pg SECTION 2

134.66 (5) A county, town, village or city may adopt an ordinance regulating
the conduct regulated by this section only if it strictly conforms to this section. A
county ordinance adopted under this subsection does not apply within any town,
village, or city that has adopted or adopts an ordinance under this subsection. If a
county, town, village, or city conducts unannounced investigations of retail outlets,
as defined in s. 254.911 (5), to determine compliance with an ordinance adopted
under this subsection, as authorized under s. 254.916 (1), the investigations shall
meet the requirements of s. 254.916 (3) and any standards established by the
department of health and family services under s. 254.916 (1) (b).
SECTION 3. Subchapter IX (title) of chapter 254 [precedes 254.911] of the
statutes is amended to read:
CHAPTER 254
SUBCHAPTER IX
INVESTIGATIONS OF THE SALE OR
GIFT OF CIGARETTES OR
TOBACCO PRODUCTS TO MINORS
Section 4. 254.911 (2) of the statutes is amended to read:
254.911 (2) "Governmental regulatory authority" means the department; the
<u>a</u> local health department, <u>a</u> state agency, or <u>a state or local</u> law enforcement agency
with which the department contracts under s. 254.916 (1) (a); or the a person with
whom the local health department, state agency, or state or local law enforcement
agency contracts to conduct investigations authorized under s. 254.916 (1) (a).
Section 5. 254.916 (title) of the statutes is repealed and recreated to read:
254.916 (title) Investigations.
SECTION 6. 254.916 (1) (a) of the statutes is repealed and recreated to read:

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	5-5	

1 A governmental regulatory authority may conduct 254.916 **(1)** (a) unannounced investigations at retail outlets, including tobacco vending machine 2 premises, to enforce compliance with s. 134.66 (2) (a) and (am) or a local ordinance 3 4 adopted under s. 134.66 (5). The department may contract with a governmental. 5 regulatory agency to conduct investigations authorized under this section 6 Section 7. 254.916 (1) (b) of the statutes is amended to read: 7 254.916 (1) (b) The department, in consultation with retailers and 8 governmental regulatory authorities and with retailers, shall establish standards 9 for procedures and training for conducting investigations under this section. 10 **SECTION 8.** 254.916 (1) (c) of the statutes is amended to read: the most recent (11) 254.916 (1) (c) No retailer may be subject to unannounced investig 12 than twice annually unless the retailer is found to have violated s. 134.66 (2) (a) or (13)(am), or a local ordinance adopted under s. 134.66 (5), during each any investigation. 14 **Section 9.** 254.916 (3) (e) of the statutes is amended to read: 15 254.916 (3) (e) A governmental regulatory authority shall make a good faith 16 effort to make known to the retailer or the retailer's employee or agent, within 72 17 hours after the occurrence of the violation, the results of an investigation, including 18 the issuance of any citation by a governmental regulatory authority for a violation 19 that occurs during the conduct of the investigation. This paragraph does not apply 20 to investigations conducted under a grant received under 42 USC 300x 021 42 USC 21 300x-21. 22 SECTION 10. 254.916 (3) (f) (intro.) of the statutes is amended to read: 23 254.916 (3) (f) (intro.) Except with respect to investigations conducted under 24 42 USC 300x-021 or 21 CFR part 897 a grant received under 42 USC 300x-21, all

of the following information shall be reported to the retailer within 10 days after the
conduct of an investigation under this section:
SECTION 11. 254.916 (4) of the statutes is repealed.
SECTION 12. 254.916 (5) of the statutes is amended to read:
254.916 (5) No evidence obtained during or otherwise arising from the course
of an investigation under this section that is used to prosecute a person for a violation
of s. 134.66 (2) (a) or (am) or a local ordinance adopted under s. 134.66 (5) may be used
in the prosecution of an alleged violation of s. 125.07 (3). $(a) = (e)^{\sqrt{a}}$
Section 13. 254.916 (8) of the statutes is amended to read:
254.916 (8) A governmental regulatory agency that conducts an investigation
under this section shall meet the requirements of sub. (3) and the standards
established by the department shall established by the department shall
annually evaluate the investigation program of each-governmental regulatory
authority. If, at any time, a governmental regulatory authority fails to meet the
standards, the department of health and family services may terminate the contract
under sub. (1) (no ship)
(END)

(all

2001–2002 DRAFTING INSERT FROM THE LEGISLATIVE REFERENCE BUREAU

(INSERT 3-5)

SECTION 1. 134.66 (2) (b) 2. of the statutes is amended to read:

134.66 (2) (b) 2. A vending machine operator shall attach a notice in a conspicuous place on the front of his or her vending machines stating that the purchase of any cigarette or tobacco product by a person under the age of 18 is unlawful under s. 254.92 and that the purchaser is subject to a forfeiture of not to exceed \$25 \$50.

History: 1987 a. 336; 1989 a. 31; 1991 a. 95; 1993 a. 210, 312; 1995 a. 352; 1997 a. 214; 1999 a. 9.

SECTION 2. 134.66 (2m) of the statutes is created to read:

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134.66 (2m) TRAINING. (a) Except as provided in par. (b), at the time a retailer hires or contracts with an agent, employee, or independent contractor whose duties will include the sale of cigarettes or tobacco products, the retailer shall provide the agent, employee, or independent contractor with training on compliance with sub. (2) (a) and (am), including training on the penalties under sub. (4) (a) 2. for a violation of sub. (2) (a) or (am). The department of health and family services shall make available to any retailer on request a training program developed or approved by that department that provides the training required under this paragraph. A retailer may comply with this paragraph by providing the training program developed or approved by the department of health and family services or by providing a comparable training program approved by that department. At the completion of the training, the retailer and the agent, employee, or independent contractor shall sign a form provided by the department of health and family services verifying that the agent, employee, or independent contractor has received the training, which the retailer shall retain in the personnel file of the agent, employee, or independent contractor.

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Paragraph (a) does not apply to an agent, employee, or independent contractor who has received the training described in par. (a) as part of a responsible beverage server training course or a comparable training course, as described in s. 125.04 (5) (a) 5., successfully completed by the agent, employee, or independent contractor. The department of health and family services shall make the training program developed or approved by that department under par. (a) available to the technical college system board, and that board shall include that training program or a comparable training program approved by that department in the curriculum guidelines specified by that board under s. 125.04 (5) (a) 5. The department of health and family services shall also make the training program developed or approved by that department under par. (a) available to any provider of a comparable training course, as described in s. 125.04 (5) (a) 5., on request, and the department of revenue or the educational approval board may approve a comparable training course under s. 125.04 (5) (a) 5. only if that training course includes the training program developed or approved by the department of health and family services under par. (a) or a comparable training program approved by that department.

(c) If an agent, employee, or independent contractor who has not received the training described in par. (a) commits a violation of sub. (2) (a) or (am), a governmental regulatory authority, as defined in s. 254.911 (2), may issue a citation based on that violation only to the retailer that hired or contracted with the agent, employee, or independent contractor and not to the agent, employee, or independent contractor who has not received that training. If an agent, employee, or independent contractor who has received the training described in par. (a) commits a violation of sub. (2) (a) or (am) for which a governmental regulatory authority issues a citation to the retailer that hired or contracted with the agent, employee, or independent

-	constactor, the governmental regulatory authority shall also issue a citation based
2	on that violation to the agent, employee, or independent contractor who has received
3	that training.
4	SECTION 3. 134.66 (2) (d) of the statutes is repealed.
5	SECTION 4. 134.66 (3) (intro.) of the statutes is amended to read:
6	134.66 (3) Defense of retailer, manufacturer and distributor; sale to minor
7	(intro.) Proof of all of the following facts by a retailer, manufacturer or, distributor,
8	jobber, or subjobber, an agent, employee, or independent contractor of a retailer,
9	manufacturer, distributor, jobber, or subjobber, or an agent or employee or an
10	independent contractor who sells cigarettes or tobacco products to a person under the
M	age of 18 is a defense to any prosecution for a violation of sub. (2) (a):
12	History: 1987 a. 336; 1989 a. 31; 1991 a. 95; 1993 a. 210, 312; 1995 a. 352; 1997 a. 214; 1999 a. 9. SECTION 5. 134.66 (4) (a) 1. of the statutes is amended to read:

History: 1987 a. 336; 1989 a. 31; 1991 a. 95; 1993 a. 210, 312; 1995 a. 352; 1997 a. 214; 1999 a. 9. (END OF INSERT)

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(cm), (d) or (e).

✓ (INSERT 5-5)

134.66 (4) (a) 1. In this paragraph, "violation" means a violation of sub. (2) (a),

(am), (cm), (d) or (e) or a local ordinance which strictly conforms to sub. (2) (a), (am),

The department may contract with a local health department, a state agency, or a state or local law enforcement agency to conduct investigations authorized under this section, and a local health department, state agency, or state or local law enforcement agency may contract with any other person to conduct those investigations. A person who contracts to conduct investigations authorized under this section shall agree in the contract to train all individuals conducting investigations under the contract in accordance with the standards established

under par. (b) and to suspend from conducting any further investigations for not less 1 than 6 months any individual who fails to meet the requirements of sub. (3) (a) to (f) 2 3 and the standards established by the department. (END OF INSERT) (INSERT 6-16) 4 **Section 6.** 254.92 (4) of the statutes is created to read: 5 254.92 (4) A county, town, village, or city may enact an ordinance regulating the conduct regulated by this section only if the ordinance strictly conforms to this 6 section. A county ordinance enacted under this subsection does not apply within a 7 8 town, village, or city that has enacted or enacts an ordinance under this subsection. 9 SECTION 7. 778.25 (1) (a) 4. of the statutes is created to read: 778.25 (1) (a) 4. Under s. 254.92 or under a local ordinance strictly conforming 10 to s. 254.92 brought against an adult in circuit court or against a minor in the court 11 assigned to exercise jurisdiction under chs. 48 and 938. 12 SECTION 8. Nonstatutory provisions. 13 (1) COMPLIANCE TRAINING PROGRAM DEVELOPMENT. By the first day of the 3rd 14 15 month beginning after the effective date of this subsection, the department of health and family services shall develop or approve the training program, and shall develop 16 the form, required under section 134.66 (2m) (a) of the statutes, as created by this 17 act. Notwithstanding section 227.10 (1) of the statutes, the department of health and 18 family services is not required to promulgate that training program or form as rules.

(2) TRAINING OF CURRENT EMPLOYEES. Notwithstanding section 134.66 (2m) (a) 19 20 of the statues, as created by this act, in no later than the first day of the 2nd month 21beginning after the effective date of this subsection, a retailer, as defined in section 22

134.66 (1) (g) of the statutes, shall provide the training described in section 134.66 1 (2m) (a) of the statutes, as create by this act, to all individuals who were agents, 2 3 employees, or independent contractors of the retailer on the day before the effective date of this subsection. 4 5 SECTION 9. Initial applicability. 6 (1) COMPLIANCE INVESTIGATION CONTRACTS. The treatment of section 254.916 (1) (a) of the statutes (with respect to compliance investigation contracts) first applies 7 to a compliance investigation contract that is entered into or extended, modified, or 8 renewed on the effective date of this subsection. SECTION 10. Effective date 11 (1) COMPLIANCE TRAINING REQUIREMENT. The treatment of section 134.66 (2m) 12 of the statutes and Section (2) of this act take effect on the first day of the 3rd month 13 beginning after publication. (END OF INSERT)

This act takes effect on the day after sublication, except ast follows:

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

Senator Robson:

As I worked on this draft Friday and over the weekend I discovered a couple of issues that were not discussed at Thursday's meeting, but which should be addressed one way or another. Specifically:

- 1. DHFS will need some lead time to develop or approve the training program and form for the retailers and their employees before the training requirement can go into effect. Accordingly, this draft requires DHFS to develop or approve the training program and to develop the form by the first day of the 3rd month beginning after publication and delays the effective date of the training requirement to that date. The draft also exempts DHFS from the requirement that the training program and form be promulgated as rules.
- 2. At the meeting, the focus was on training new employees at the time of hire. No mention was made, however, of training current employees. Accordingly, the draft requires retailers to provide the training to their current employees by the first day of the 2nd month after the training program and form are available.

Of course, the language addressing these issues is not the last word on the subject. Rather, it is intended to get the stakeholders to think about these issues and to come to an agreement as to how these issues should be addressed. As such, a redraft may be necessary modifying the proposed language.

Also, as I worked on the draft I realized that portions of current s. 134.66 are inartfully drafted and that, therefore, certain technical corrections are in order. Specifically:

- 1. Section 134.66 (2) (b) 2. states that the fine for a minor who possesses cigarettes is \$25. The fine is actually \$50. See \$938.343 (2). Accordingly, the draft corrects s. 134.66 (2) (b) 2. to state that the fine is \$50.
- 2. Section 134.66 (2) (d) is redundant in that it prohibits what is already prohibited in s. 134.66 (2) (a), that is, providing cigarettes to a minor for nominal or no consideration. Accordingly, the draft repeals s. 134.66 (2) (d).
- 3. Section 134.66 (3) (intro.) states that certain defenses are available to a retailer, manufacturer, or distributor who sells cigarettes to a minor. Under s. 134.66 (2) (a), however, retailers, manufacturers, or distributors are not the only persons who are

prohibited from selling cigarettes to a minor. Section 134.66 (2) (a) also applies that prohibition to a jobber, subjobber, agent, employee, and independent contractor. Accordingly, this draft permits a jobber, subjobber, agent, employee, or independent contractor to assert the defenses that a retailer, manufacturer, or distributor is permitted to assert under current law.

4. Section 134.66 (4) (a) 1. omits a cross-reference to sub. (2) (am) in the definition of "violation" so that in effect there is no penalty for providing cigarettes for nominal or no consideration. Accordingly, this draft supplies that cross-reference.

If you have any questions about the draft or this drafter's note, please do not hesitate to contact me at the phone number or e-mail address listed below.

Gordon M. Malaise Senior Legislative Attorney Phone: (608) 266–9738

E-mail: gordon.malaise@legis.state.wi.us

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRBs0302/1dn GMM:kmg:pg

January 28, 2002

Senator Robson:

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Emery, Lynn

From: Emery, Lynn

Sent: Friday, February 01, 2002 3:49 PM

To: Sargent, Justin

Subject: SSA1-SB360 (attached as requested)

Lynn Emery

Lynn Emery - Program Asst. (PH. 608-266-3561) (E-Mail: lynn.emery@legis.state.wi.us) (FAX: 608-264-6948)

Legislative Reference Bureau - Legal Section - Front Office 100 N. Hamilton Street - 5th Floor Madison, WI 53703